

BUREAU OF MUNICIPAL AFFAIRS

REPORT ^{RE} HOUSING
FOR 1921

INCLUDING

TOWN PLANNING
of the Town of Kapuskasing

Printed by Order of
THE LEGISLATIVE ASSEMBLY OF ONTARIO



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1922

To the Honourable H. C. NIXON,

Provincial Secretary of the Province of Ontario.

SIR:—I have the honour to submit for your approval the Report re Housing, of The Bureau of Municipal Affairs, for 1921, including Town Planning of the Town of Kapuskasing.

I have the honour to be, Sir,

Your obedient servant,

J. A. ELLIS,

Director of the Bureau of Municipal Affairs.

REPORT OF DIRECTOR

This report deals with the work which has been done under The Ontario Housing Act, 1919, in the year 1921, and with the work which has been done under The Municipal Housing Act, 1920 in that year. Also with the Town Planning of the Town of Kapuskasing.

HOUSING

The Municipal Housing Act, 1920.

The following municipalities have passed by-law to come under the provisions of this Act:—The Cities of Belleville, Chatham, Kitchener, London, Niagara Falls, Ottawa, Peterborough, Sarnia, Sault Ste. Marie, Windsor; the Towns of Ford City, Riverside, Sudbury, Tilbury, and Walkerville, and the Villages of Beaverton, and Fergus, and Stamford Township.

Under the provisions of the Act the Province has guaranteed the following debentures of the municipalities mentioned:

TOWN PLANNING

TOWN OF KAPUSKASING

Kapuskasing is located on the Canadian National Trans-continental Railway and the River Kapuskasing, seventy miles west of Cochrane.

This Town was incorporated by Chapter 36 of the Statutes of Ontario, 1921. This Act authorized the Government of Ontario to enter into an agreement with the Spruce Falls Company, Limited, for the planning, laying out and establishment of a townsite. The Company is engaged in extensive operations concerning the manufacture of pulpwood and has erected mills and other works for that purpose at Kapuskasing.

The agreement recited that "it is essential that housing and other accommodation should be provided in the immediate neighborhood of Kapuskasing for persons in the employ of the Company in said industry and others who may become residents there, and the Government is desirous of creating a town and having same planned and developed on model lines," and the provisions of the agreement provided for this being carried out.

The planning and laying out of the townsite and all other work connected therewith has been done entirely by various officials of the Ontario Government. The plans contained in this report and the accompanying information are published for the purposes of assisting in some measure in the planning, laying out and development of other townsites.

The area set aside for the municipality contains 2,053 acres, of which about 40% has been partially or wholly cleared. Of this, a comparatively small part, 220.8 acres, was subdivided and laid out as a townsite. This latter portion was partially cleared, and it has now been entirely cleared and stumped. It was considered desirable not to subdivide too large an area, but rather to have such an area developed as would meet all reasonable requirements for some considerable time and to provide for future development. The subdivision made will provide for about 2,500 people, and further subdivisions have been provided for, which can be readily made as required. A comparatively large area of unsubdivided land surrounding the townsite proper would, it was considered, make it difficult for houses of an undesirable type to be erected in the immediate vicinity of the townsite proper. It was also intended to insure to the municipality control by means of by-laws and other restrictions of the development of land, business and health conditions around the townsite itself.

The entire townsite as subdivided is owned by the Province, which also owns a large portion of the other land included in the limits of the municipality.

One of the principal reasons for the Government's action in this matter was to prevent the Town becoming a "closed" or "Company" Town. A number of lots have been reserved for the Company and 100 for the Housing Commission which it is proposed to establish. The price for the lots for the Housing Commission is not to exceed, on the average, \$100 per lot. All the other lots are being placed on the open market.

It was also not thought desirable to deal with the matter from the point of view only of the Town being one which would always have to depend for its existence on the operations of the Lumber Company.

The future development of this section of Northern Ontario will be dependent largely upon the policies of the Dominion Government in encouraging, through the National Railways, the growth of industries based on timber manufacture along their lines; and by the Ontario Government in the sale of the timber limits, the development of the latent power for the manufacture of lumber, pulpwood, paper, etc., and upon the sale, settlement, and development of the land, after the timber is cut, for agricultural purposes. Along the Transcontinental Railway for one hundred miles west of Cochrane are small settlements, and the farms of settlers who are largely dependent in the winter upon lumber operations, but who are in the summer, tilling and clearing their farms.

As the past and present policies of the two Governments are along these lines, it would seem reasonable to think that along with the establishment and development of these industries for the manufacture of wood products would come an agricultural development sufficient at least to supply the wants of those engaged in them, and that, while for some time the two developments are interdependent, neither should be commercially controlled or restricted by the other, which seems to be a danger in the case of the "closed" or "Company" town. Thus in planning the Town of Kapuskasing and providing for its future growth, provision would seem not necessarily to be wholly restricted to the activities of the industry which is immediately responsible for its conception.

The Location of the Townsite.

Preliminary visits were made to the location by all the interested officials of the Government and the general conditions carefully studied. A topographic plan was prepared by the Surveyor-General's Department, and on this was located all the buildings which were in any way prominent, as well as the levels.

The Company has acquired rights to develop two power plants on the Kapuskasing River. When this has been done the level of the river will be considerably raised, and a quantity of land will be flooded. It was therefore necessary to obtain reliable data as to the effect of the raising of the river. It was then found that practically the only available townsite was the one which has been selected. The elevation of this townsite is sufficient for all requirements, and it has the peculiar

advantage that when the level of the river has been raised it will be almost entirely surrounded by water. This having all been cleared and stumped should prove a valuable safeguard in case of fire.

Subdivision Plan of Townsite.

It was found that to secure circulation through the town a new high level bridge across the river at a different location than the two small existing ones was necessitated. The Company in their original agreement had agreed to raise, at considerable expense, the present bridges and replace by means of a large fill the Government highway, which would be required as the result of the raising of the river. As the proposed new bridge was found to require only a slightly increased cost, the Company undertook, in lieu of the former obligation, to undertake that of supplying the required new bridge.

The location of this bridge determined, to a considerable extent the plan of subdivision to be followed.

The lots have been made of a reasonable size, namely about 50 ft. by 150 ft. for residential purposes, and about 50 ft. by 100 ft. for commercial purposes.

The subdivision plan has been prepared in accordance with the provisions of The Planning and Development Act, Chapter 38, Ontario Statutes of 1918. The land has been staked and the plan certified to.

General Plan of Townsite showing Projected Streets, etc., for Future Development and Variation of Urban Zone.

By Section 2 of The Planning and Development Act an "urban zone" in the case of a town includes the area within three miles of such town, and under Section 4 of the Act the Municipality can vary such urban zone on preparing a plan of such variation and obtaining the approval of the Ontario Railway and Municipal Board.

Under Section 5 of the Act "The Council of a city, town or village may procure to be made for adoption by it a general plan of such city, town or village and the urban zone adjoining it, or of such portion of the same as such Council may deem expedient." Such general plan, which also shows the variation of the urban zone, has been prepared, (see plan 6) and the necessary steps are being taken to have it approved by the Ontario Railway and Municipal Board.

No street has been laid out of a less width than 66 feet, and some of the main thoroughfares have an even greater width.

The main arterial highways are the Government road allowances of 66 feet in width adjacent to the railway right-of-way. As the river forms a barrier to these, provision for connecting them and carrying them through the town and across the new bridge was required. Riverside Drive, with a width of 88 feet, fulfilled this requirement.

When the streets had been established, a study was made for the future extension and linking up of these streets with those which either were at present or would later be opened up inside and beyond the municipal limits. These streets which

have been laid down on the general plan need not necessarily be opened until such time as they are either required for general purposes, or it is desired to subdivide the land along them for sale of lots. All future subdivisions must follow this general plan.

Main Business Area.

A factor in the location of this area was the convenience of access from the station and railway on the one hand, and from the residential areas on the other. Another factor was the development of a dignified entrance in approaching the town from the station.

This area is reserved for business structures of a permanent character.

Secondary Business Area.

With the above in view regarding a business centre of a permanent type, it was obviously necessary to provide another business district upon which could be erected business buildings of a type immediately required by the new Town. This first type by experience has been shown to often be very temporary and the buildings of cheap construction. Whilst therefore this area too is reserved for buildings for business purposes the building restrictions are very much modified.

Park Areas.

As the townsite will be almost entirely surrounded by water after the river is raised, certain portions adjacent to the river were somewhat low for building purposes, and in order to control and secure the use of the waterfront for the town, the lots were not allowed to come to the water's edge, but this surrounding area was set aside for park and recreational purposes, with the exception of a comparatively small area of waterfront which would probably be required for industrial purposes. This park and recreational area is about one-ninth of the area above the raised level of the river.

Public Buildings.

Locations have been reserved for municipal buildings, schools, churches, hospitals, etc.

Cemetery.

The cemetery has been located where natural and easy drainage is possible, and where it will be easily accessible at all seasons of the year. The site is within the municipal limits and not too far from the townsite.

Divisions of the Total Area in the Townsite.

Streets and alleys	74.5 acres
Schools, churches and public buildings	9.2 acres
Parks and recreational areas	26.6 acres
852 lots	110.5 acres
	<hr/>
	220.8 acres

Railway Matters.

A temporary logging siding from the Company's mill had been constructed at the easterly side of the townsite. Its future removal was deemed possible by the Company, if provision was made in the plan for a free right-of-way.

The present site of the railway station would, by the agreement providing for the erection of the new high level bridge, in lieu of raising the level of the Government Road on the north side of the railway, close for traffic the Government highway between the Townsite and the new bridge leading to the Town. It has therefore been suggested that the station be moved east between the river and the south side of the tracks and immediately opposite the proposed new bridge. An ample area has been set aside in the plan for a new station and for well-developed grounds about it.

Streets crossing the railway have been reduced to the minimum number, and where these crossings must of necessity be made, sufficient width and directness of approach have been provided to permit of grade separation if this should ever be required. Provision has also been made for the best method of providing switching accommodation, both for the present and future requirements of the industrial area.

All railway matters were discussed with officials of the Canadian National Railways and the provisions which have been made have their approval.

Waterworks and Sewerage System.

Under the agreement between the Government and the Company the Government is to guarantee bonds or debentures of the municipality issued for waterworks, sewerage, local improvements, or other municipal works, to the extent of not more than \$100,000 and the Company is to furnish electric power for lighting and other purposes at cost.

Although the town will not be a "Company" town, advantage is being taken of the location and proximity of the plant of the Company, and a supply of water will be obtained from it at cost in order to lessen the cost of operating an independent pumping station. Several pumps and a filter will be installed in the pump house of the Company, and these will be operated by the staff of the Company's units. The distribution system has been designed to take care of modern fire requirements. Hydrants have been placed at convenient points, and the mains have been designed to give not only adequate pressure at the fire hydrants, but are equipped with valves, and arranged so that any part of the system can be conveniently cut out and the water circulated around by another loop. The Townsite as arranged by the town planning engineers lends itself very admirably to this arrangement without materially affecting the cost of the system.

The system as designed has 23% 4 in. mains; 10% 8 in. mains, and 67% 6 in. mains, with a total of 55 valves and 24 hydrants. It is estimated that this system will cost \$45,000, and that the Company will extend its watermain to the railway tracks and connect up with the townsite.

The natural outlet for any sewerage system must be the river. Alterations in the river level will naturally seriously affect any sewage outfall. It is proposed to lay certain interceptors, which will receive the whole of the townsite sanitary drainage and carry it by gravity to a point on the bay opposite the railway bridge. From here it will gravitate through treatment works and when the level of the river is raised it will be pumped and gravitated through treatment works to the river. Soundings have been taken over the townsite, and it does not appear from this information that rock will be encountered anywhere in the system. This will tend to cheapen the cost materially.

The sewers immediately required and having a capacity sufficient to take care of the anticipated population for several years are estimated to cost \$33,000. An additional item of \$12,500 should provide for the necessary sewage disposal.

The total estimated cost of both sewerage and water supply amounts to, in all, \$90,500.

The waterworks and sewerage systems have been so arranged that they can be built in units and gradually extended as the occasion requires.

Detailed Plans.

The purpose of these plans is to put on record for the benefit of the present and future Councils the suggestions with regard to detail which were considered in planning the town, and to clearly explain the underlying reasons why the provisions on the general plan were made. This information is largely for guidance and to be adhered to only as far as changed conditions seem to permit at the time when these points actually arise for definite consideration.

Housing Commission.

The reservation of lots for the Housing Commission has been made in so far as practicable in a comparatively compact area, for purposes of economy in expenditures for local improvements and near the secondary business centre.

Restrictions.

The Consulting Architect, Mr. James Govan, has prepared a building by-law for consideration by the municipal Council. It is proposed to publish this by-law at a later date. The intention of the Department in this matter is only to give helpful suggestions as to the possible scope of such a measure. Outside the larger cities of Ontario there are many municipalities which have no building by-law. The building by-law mentioned has been prepared for the guidance only of those municipalities which desire to adopt such regulations, and every municipality, as well as Kapuskasing, can of course, make such changes in it as they deem advisable.

With the description of types of buildings set forth in the suggested by-law, certain groups of lots at Kapuskasing were decided upon which in their sale would be restricted, first for the erection of retail business buildings of certain types and construction, second, industrial buildings, and third, boarding houses.

It is also being considered whether not more than three lots in the townsite can be sold to one applicant and unless such lots be built on whether within a reasonable time they should not revert to the Crown. The purpose of this is to prevent speculation.

In addition to the above restrictions regarding the use of all areas other than those to be used for residential purposes, a by-law has been prepared under the provisions of Section 399a of The Municipal Act (Section 10, Chapter 63, of the Statutes of 1921) by which certain areas in the municipality are proposed to be definitely set aside for the erection of detached private residences only. It is proposed that the Municipal Council pass such By-law which will then require the approval of the Ontario Railway and Municipal Board. One other reason for imposing the restriction contained in the proposed By-law was to insure that the industrial and commercial businesses should locate in the area set aside for them, and along the lines of the projected local improvements.

Plans

The following are the plans which have been prepared and which are contained in this Report:—

1. Map showing location of the Town of Kapuskasing. (Plan 1).
2. The townsite as originally surveyed. (Plan 2).
3. The townsite showing raised level of river. (Plan 3).
4. Topographic plan of townsite and adjacent areas. (Plan 4).
5. Subdivision plan of townsite. (Plan 5).
6. General plan of townsite showing projected streets, etc., for future development, and variation of urban zone. (Plan 6).
7. Projected water and sewerage systems. (Plan 7).
8. General plan of townsite showing commercial and industrial districts. (Plan 8).
9. Plan of townsite showing reservations for parks, playgrounds, churches, municipal and other public buildings. (Plan 9).
10. General plan showing residential districts in conformity with Section 399a of The Municipal Act. (Plan 10).
11. General plan showing lots reserved for Housing Commission. (Plan 11).

Officials in Charge of the Work

L. V. Rorke, Director of Surveys, in charge of surveying and staking out the lots.

Gordon F. Summers, O.L.S.

F. A. Dallyn, Director of Sanitary Engineering Division, Provincial Board of Health.

W. E. Harries and A. V. Hall, Town Planners, and Arthur M. Kruse, Associate Town Planner, Housing Department, Bureau of Municipal Affairs.

James Govan, Consulting Architect, Housing Branch, Bureau of Municipal Affairs.

Officials of the Department of Lands and Forests in connection with the clearing and selling of lands.

The whole of the work has been performed under the direction of the undersigned.

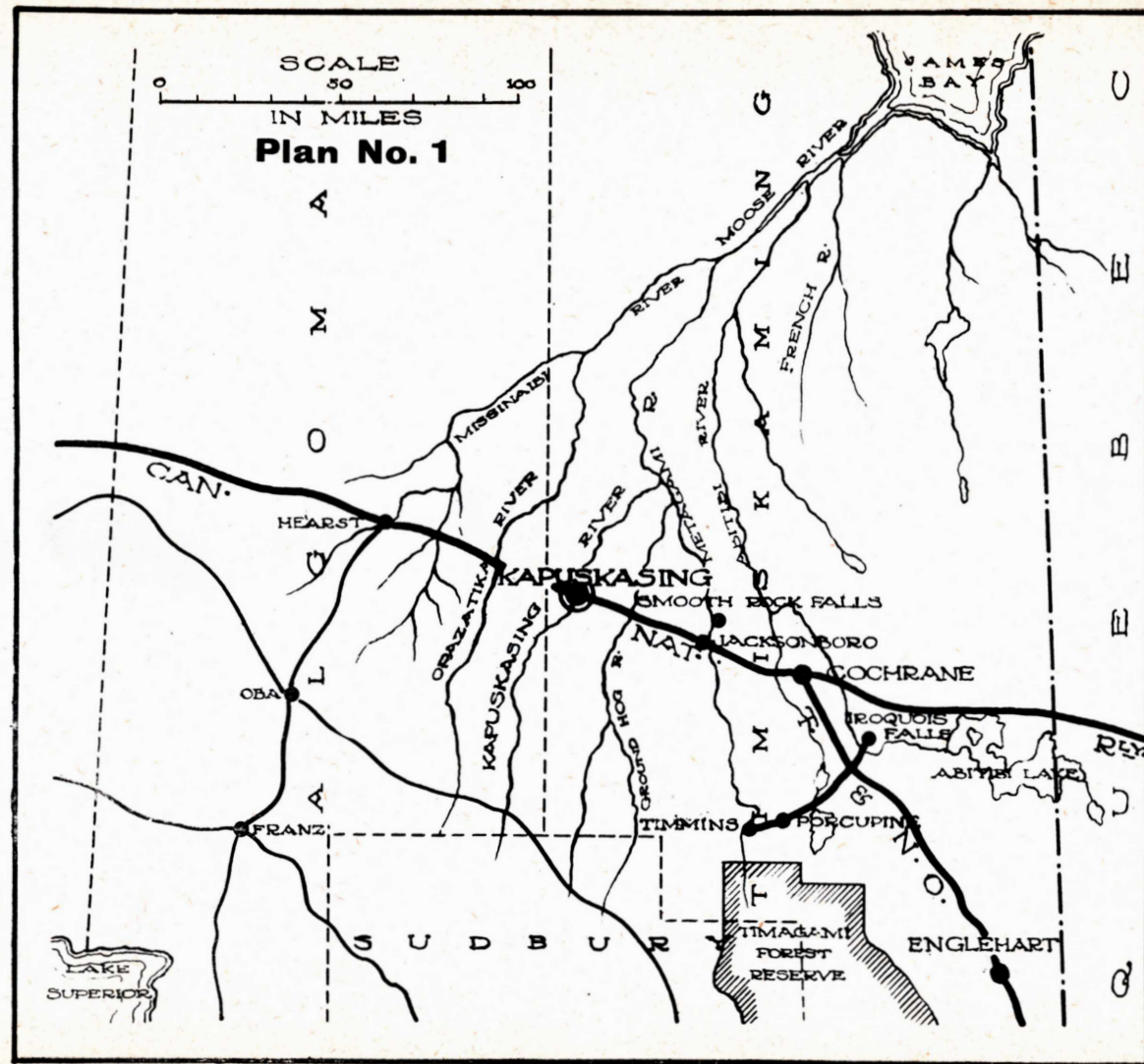
J. A. ELLIS,

Director, Bureau of Municipal Affairs

January 26th, 1922.

Plans of the Town Planning of Kapuskasing:

1. Map showing location of the Town of Kapuskasing	Plan 1
2. The townsite as originally surveyed	Plan 2
3. The townsite showing raised level of river	Plan 3
4. Topographic plan of townsite and adjacent areas	Plan 4
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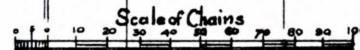


TEETZEL

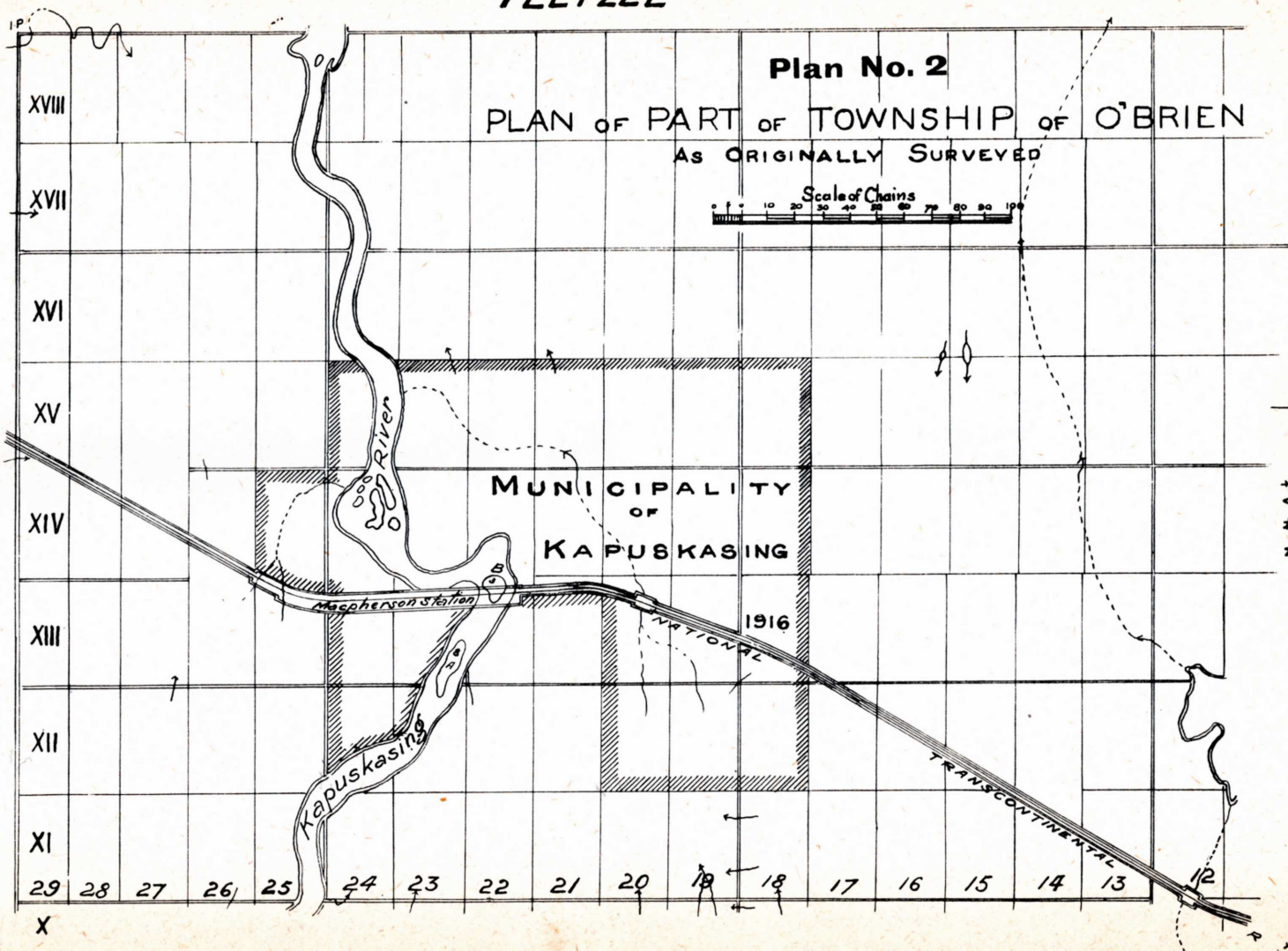
Plan No. 2

PLAN OF PART OF TOWNSHIP OF O'BRIEN

AS ORIGINALLY SURVEYED



OWENS

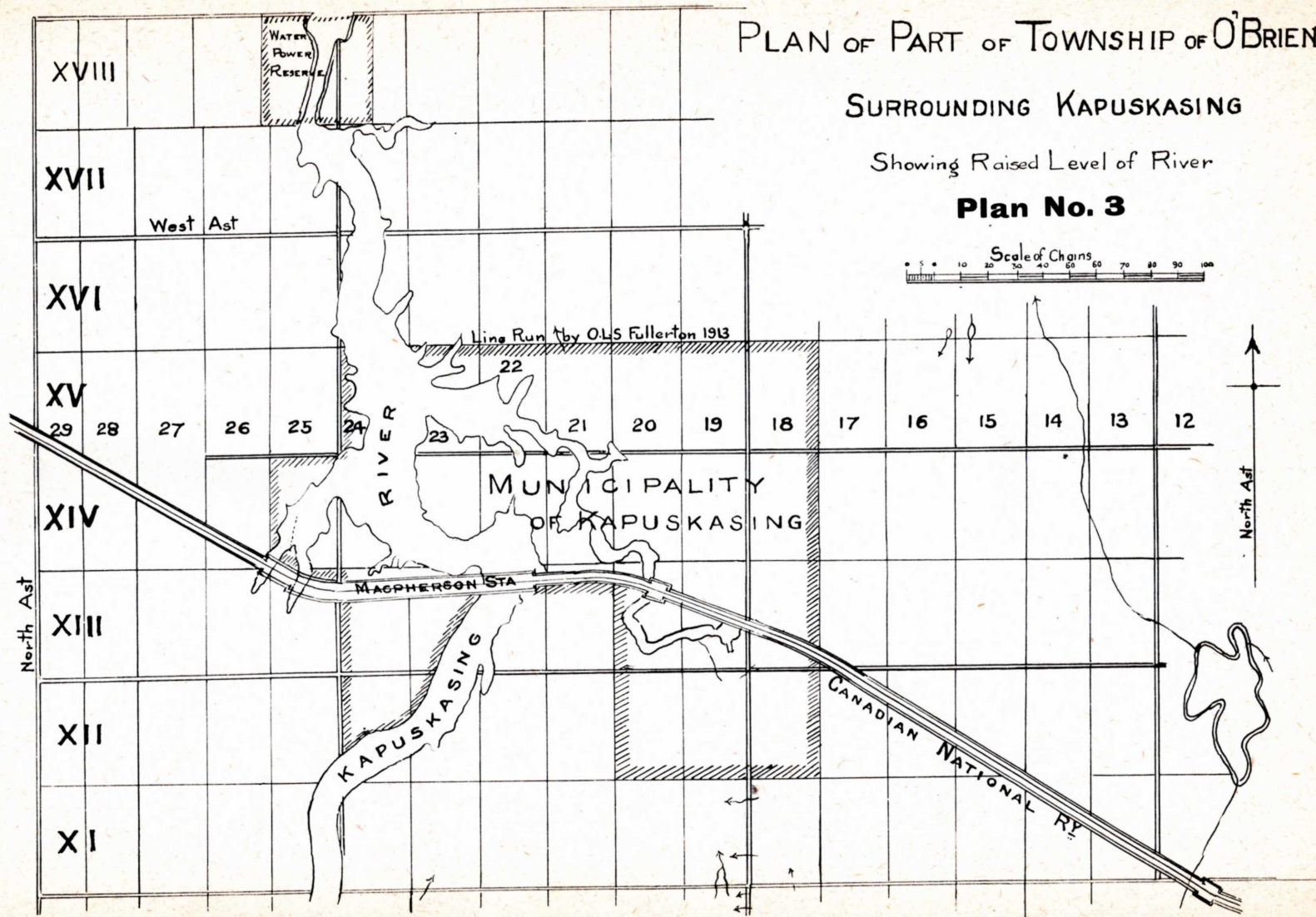


PLAN OF PART OF TOWNSHIP OF O'BRIEN

SURROUNDING KAPUSKASING

Showing Raised Level of River

Plan No. 3



Con XVI

Con XV

Con XIV

25
Con XIII

24

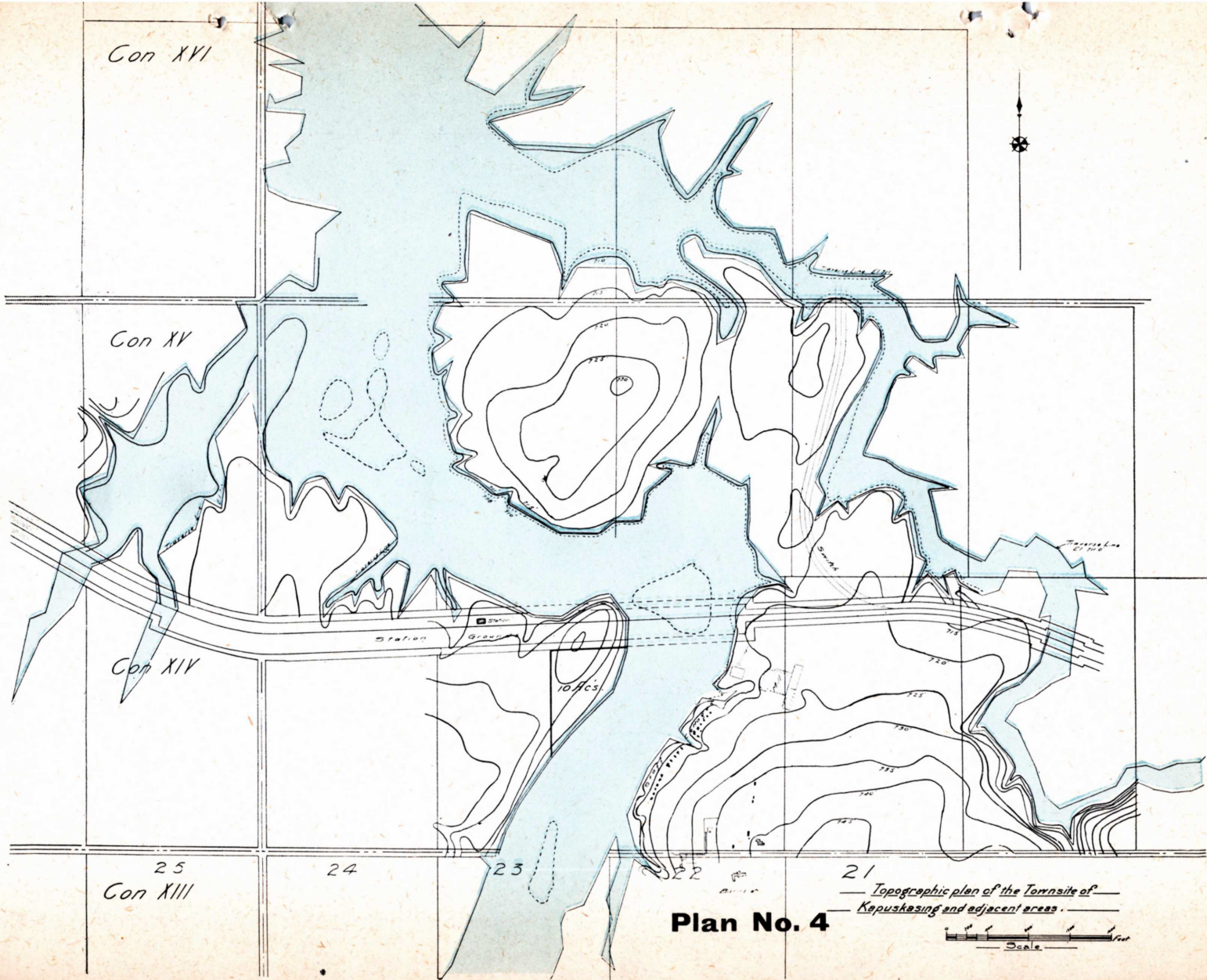
23

22
Plan No. 4

21

Topographic plan of the Townsite of
Kapuskasing and adjacent areas.

Scale



Lot 25

24

23

22

21

20

19

18

CONCESSION XV

XIV

XIII

XII

Municipal & Urban Zone Limit

Urban Zone Limit
Municipal Limit

Municipal & Urban Zone Limit

DOMINION

EXPERIMENTAL FARM

Municipal & Urban Zone Limit

Municipal Limit

Urban Zone Limit

Municipal Limit

Municipal & Urban Zone Limit

KAPUSKASING RIVER

SPRUCE FALLS CO. LTD.

INDUSTRIAL WATER PUMP

INDUSTRIAL AREA

Block A

Park Area

CANADIAN NATIONAL RAILWAY

LEGEND:

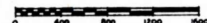
- PERMANENT BUSINESS DEVELOPMENT.
- TEMPORARY BUSINESS DEVELOPMENT.
- INDUSTRIAL BUSINESS DEVELOPMENT—
INCLUDING APARTMENT AND BOARDING
HOUSES ETC.

GENERAL PLAN OF TOWN OF
KAPUSKASING • ONTARIO
SHOWING COMMERCIAL AND
INDUSTRIAL DISTRICTS

Plan No. 8



SCALE IN FEET



PLANNED BY
WEHARRIS & AVHALL
LANDSCAPE ARCHITECTS & ENGINEERS
ARTHUR M. KRUSE ~ ASSOCIATE
TORONTO • ONTARIO

